

**2016 SECRETARY OF DEFENSE ENVIRONMENTAL AWARD NOMINEE**  
**CULTURAL RESOURCES MANAGEMENT– INDIVIDUAL**  
**NAVFAC SOUTHEAST / PWD PENSACOLA / NAS PENSACOLA**  
**CARRIE A. WILLIAMS**  
**NARRATIVE**



**INTRODUCTION:**

***Installation Mission.***

The Command Mission of NASP is to efficiently deliver the very best Readiness From The Shore by fully supporting the operational and training missions of assigned tenants, enhancing the readiness of the U.S. Navy, its sister armed services and other customers. The initial training of all Naval Aviators begins at NASP: *The Cradle of Naval Aviation*. Training commands at NASP create and provide innovative education and training products and services that contribute to the development of the professional military warrior. NASP has over 70 tenant activities, including the headquarters and staff of the Naval Education and Training Command; Training Air Wing Six and subordinate squadrons; U.S. Air Force 479th Flying Training Group and subordinate squadrons; Naval Aviation Schools Command; Center for Naval Aviation Technical Training; Naval Air Technical Training Center; Marine Aviation Training Support Groups-21 and 23; Navy Medicine Operations Training Center; Naval Recruiting Orientation Unit; and the world-renowned Blue Angels Flight Demonstration Squadron. At NASP Corry Station, the Information Warfare Training Command delivers full spectrum cyber information warfare and intelligence training to achieve decision superiority, and Naval Hospital Pensacola provides high-quality, safe, cost-effective, patient-focused care and deployment support. At Saufley Field, the Naval Education and Training Professional Development and Technology Center supports customers world-wide, and at Bronson Field, recreation and multi-use opportunities abound. Continuing attractions for visitors to the Southeast are the National Naval Aviation Museum, Barrancas National Cemetery, the National Park Service Fort Barrancas and Advanced Redoubt historical sites, and the Pensacola Lighthouse and Museum. NASP is one of the largest training operations in the Navy with nearly 60,000 students graduating from training programs annually involving students from every branch of the military, other agencies, and foreign allies. It is one of only four installations in the continental United States to have both an active airfield and a deep water port. NASP employs over 23,000 personnel (>17,000 military and >5,000 civilians). The economic impact of NASP on the local economy exceeds \$1.2 billion and the base attracts in excess of 1,000,000 visitors each year.

***Installation Cultural Resources.***

The Spanish originally settled a small portion of what is now NASP in 1698. The settlement included a wooden fort, support facilities and a village atop a bluff overlooking Pensacola Pass to defend the area against other European countries seeking to claim New World lands. Pensacola was also occupied by British, French, and American military forces and settlers, as well as Confederate Troops during the Civil War. Florida gained statehood in the United States in 1821, and in 1825, Congress approved the establishment of the Pensacola Navy Yard for the construction and repair of U.S. Navy vessels. In 1911, the Pensacola Navy Yard became the site of an aviation training facility with the first aviators arriving to train in 1914. With such a rich history of culturally diverse settlements, and military occupations, NASP cultural resources are most significant and challenging. The installation has 85 Archaeological Sites, 180 National

Register of Historic Places (NRHP) eligible or listed structures, and 8 Historic Districts (HD) including Annapolis of the Air HD, Billingsley Drive/Cabaniss Crescent HD, Chevalier Field Hangars HD, Corry Station HD, Fort Barrancas Cantonment HD, Naval Hospital HD, Pensacola Naval Air Station HD, National Historic Landmark District (NHLD), and Saufley Field HD.

*Due in large part to the well-managed cultural resources on the installation, NAS Pensacola received the 2015 Commander, Navy Installations Command (CNIC) Installation Excellence Award and the Office of the Secretary of Defense (OSD) Commander in Chief's Annual Award for Installation Excellence.*

## **BACKGROUND:**

### ***Nominee: Carrie A. Williams.***

Carrie A. Williams is the Cultural Resources Manager (CRM) for Naval Air Station Pensacola (NASP). She holds a Bachelor of Arts degree in Anthropology and a Master of Arts degree in History and Historical Archaeology. She has over 20 years of experience in archaeology and historical resources management, and has developed the knowledge and skills to manage historic facilities through additional Navy and DoD training from DoD Historic Preservation Conferences, Advanced Historic Preservation courses, and a Cast Iron Symposium. Carrie was employed in 2010 and was the first full-time Secretary of the Interior qualified archaeologist to manage installation cultural resources in Navy Region Southeast. She is positioned in the Public Works Department, Environmental Division, and singularly manages the cultural resources program at NASP which encompasses over 8,000 acres and includes the main installation at NASP, Corry Station, Saufley Field, and Bronson Field, all in Escambia County, Florida.

Carrie is responsible for supporting the installation and tenant commands mentioned above in the mission description with cultural resources and historical preservation support. Carrie's cultural resources management skills directly support the warfighter and she is involved daily in the management of work that facilitates mission readiness directly for the components of the installation including the deep water port and facilities; aviation schoolhouse training facilities; aviation facilities at Forrest Sherman Field; administrative, communications, supply, medical, and public works facilities; and support for information warfare training, military recreation, historic forts, cemetery liaison, the pre-Civil War Pensacola Lighthouse and Museum, and the National Naval Aviation Museum. During the course of her duties, Carrie continuously demonstrates exceptional professionalism, subject matter expertise, dedication, and teamwork that results in cultural and historic resources protection and conservation on a daily basis. She actively engages with all personnel on the installation so that all projects, no matter how large or small, are completed with the proper disposition of cultural and historical resources protection and conservation. As a result, the public trust is maintained and base operations continue in harmony with history.

## **OVERALL CULTURAL RESOURCES MANAGEMENT:**

### ***ICRMP.***

NASP implemented its first official Integrated Cultural Resource Management Plan (ICRMP) under the dedicated and relentless work ethic by Carrie Williams, along with steadfast support from the NASP Commanding Officer (CO), the Florida State Historic Preservation Officer (FL SHPO), and federally recognized tribes. Carrie ensured the successful partnership of all involved to obtain the signature and approval of the ICRMP. She developed excellent working relationships with the FL SHPO, 18 federally recognized American Indian tribes, the National Park Service (NPS), the Pensacola Lighthouse Association (PLA), Florida Public Archaeology

Network (FPAN), and the University of West Florida (UWF) Archaeology Department. The NPS and PLA are located on base, managing Fort Barrancas and Advanced Redoubt, and the Pensacola Lighthouse and Museum, respectively. Carrie also worked with senior level staff components of Navy Region Southeast and Naval Facilities Engineering Command Southeast, gaining full support of the work product.

As designated in the ICRMP, Carrie carries out the ICRMP through oversight of all cultural resources operations and activities, supervises staff, provides guidance on the execution of projects, and oversees the final dissemination of results.

She develops contractual requirements for cultural resources management work and coordinates with contracting offices in order to execute work. She acts as the primary liaison to other parties for formal and informal consultation, including the FL SHPO and Native American representatives. She drafts compliance and consultation correspondence, including letters and agreements, and facilitates appropriate review activities. And finally, but most importantly, she is involved in public outreach, including the promotion of preservation and awareness through education and activities.

### ***Consultation and Regulatory Project Reviews.***

As is evident by its lengthy military heritage, the installation has a weighty responsibility to ensure the preservation of its history with consideration for numerous historic facilities and current mission requirements that occur on top of or in the vicinity of archaeological remains of early occupation and military missions of the past. Carrie's superlative work effort ensures early consultation, interdisciplinary discussion, and decision making at the installation and within the Public Works Department (PWD) to ensure the successful disposition of historical and cultural resources. With more than 25% of base buildings determined eligible for or listed in the NRHP, and with an \$80 million annual budget for the management of facilities, Carrie's work to plan and consult for projects is "every day". The Facilities Management Department planners, facilities management specialists, public works shops, construction managers, engineers, and contract specialist are eager to initiate discussion early in the process, for efficient and effective projects.

- To ensure project timelines are met, Carrie works on hundreds of cultural resources considerations per year, from large scale design and construction projects to small renovations, minor repairs or replacement in-kind, mortar matching for repairing expired brick penetrations, window repairs, and utility locations on or near buildings.
- Carrie oversees the NASP excavation permit process known as "dig permits", which involved over 900 permits this award period. Carrie also authored the revision of the Excavation Permit Instruction (NASPCOLAINST 11010.3A), which was updated and signed by the NASP CO in July 2015.
- Carrie authored ten letters of consultation for NASP CO or "by direction" signature for projects requiring FL SHPO comments and concurrence.
- Carrie completed National Environmental Policy Act (NEPA) reviews in addition to consultation with project managers and external stakeholders. She reviewed for over 60 additional projects resulting in 55 site approvals via Project Environmental Review Sheets (PERS), 70 Categorical Exclusion (CATEX) records, and work on three Environmental Assessments (EA).

### ***Solar Array at Saufley Field Consultation.***

Responding to energy goals established by the White House and DoD, the Navy planned a renewable energy facility at Saufley Field on 450 acres of airfield facilities no longer in use. Key to the success of the project was the viewshed impacts on the southern boundary of the airfield which include the Saufley Field HD. Carrie consulted with the FL SHPO on the

potential effects of the solar array on the HD and possible archaeological remains. Concurrence was obtained due to Carrie's consultation effort resulting in "on time" completion of the EA and the approval of the Finding of No Significant Impact signed by Commander, Navy Region Southeast. Carrie's efforts were recognized by Rear Admiral Louis V. Cariello, Commander, NAVFAC Atlantic.

### ***Port Security Barrier Consultation.***

NASP determined the installation of a floating port security barrier (PSB) pier side at NASP Charlie Pier, within the designated turning basin, was needed to protect naval assets against watercraft capable of delivering devastating improvised explosive devices. The PSB is an interconnected floating fence-like barrier affixed on top of small pontoons or barrels moored in place by a system of underwater dead-weight anchors. A sunken caisson, dating ca. 1830 and known as Brodie's Wharf, was located during dredging operations in November 1990. Carrie consulted with FL SHPO and obtained concurrence that the PSB anchors were not positioned in the area of the sunken caisson, allowing NASP to meet NEPA requirements, obtain the necessary permitting, and deploy the PSB ahead of schedule.

### ***Memorandums of Agreement (MOA) Consultation.***

- Through Carrie's dedicated effort, NASP completed a MOA with UWF to utilize resources aboard NASP and assist in stewardship responsibilities. This is a mutually beneficial relationship, as students in the Anthropology Department at UWF will gain valuable knowledge and experience on one of the oldest and historically rich naval installations, while NASP gains support for the mission. As an early result, nine inert mortar artillery rounds (bombs) recently discovered on base from the pre-Civil War era were restored by UWF for display at the base.
- Carrie also facilitated a MOA between NASP and FL SHPO through extensive negotiations involving Carrie and NAVFAC Southeast, for historical requirements during the demolition of two historic structures in the Fort Barrancas Cantonment HD. As part of the MOA, the Navy will salvage architectural and structural elements of the buildings for retention and use to rehabilitate/repair other period historic property buildings at NASP. These elements include doors, windows, wainscoting, flooring, stair elements, and other usable features. The project will also construct a bench bearing a plaque that memorializes the main building involved, a tri-fold brochure on the history of the area during the early 20th century, and photography and videography records for public display.

### ***Regulations Updated.***

Carrie's work to update NASPCOLAINST 5500.19E was completed by in May 2016 when the CO signed the revised instruction. The instruction now designates Carrie with the authority and responsibility for overseeing and managing the prevention of unauthorized excavation and/or removal of historic artifacts from the installation. Carrie implemented the new instruction by working with the PWD Shops Department to construct signs advising visitors and residents to respect and protect archaeological resources on base pursuant to the Archaeological Resources Protection Act (ARPA). The signs were placed in areas frequented by residents and visitors in an effort to bring awareness and promote stewardship of NASP's cultural resources.

### ***Archaeological Resources and Curation.***

- Carrie's project to conserve nine pre-Civil War inert mortar bombs in partnership with UWF resulted in portable displays for education. Carrie coordinated the recovery of the bombs discovered following a tropical storm on the installation shoreline, disposition of the bombs with Naval Support Activity Panama City and Eglin Air Force Base Explosive Ordnance

Disposal (EOD), and the cleaning and restoration by UWF archeology students, utilizing the MOA that she developed.

- Carrie utilized existing assets to exhibit historical survey and engineering equipment along with archaeological artifacts for educational and awareness purposes. The display is located at the entrance of the PWD building for all to see.
- Carrie completed the inventory of curation holdings at the curation facility that she alone organized.
- Carrie fully implemented Section 110 of the National Historic Preservation Act (NHPA) of 1966. The archaeological investigations included the Phase I survey of nearly 300 acres at NASP, focusing on areas identified through planning for future use. The Phase II test and evaluation was conducted on a site identified through informant interviews where surface artifacts were reported. Seventy-five buildings were surveyed on the main site, Corry, and Saufley to determine significance of historic properties in accordance with the NRHP. As a result of these Section 110 efforts, two archaeological sites were recommended for further testing as a result of the survey, Phase II investigations determined the site ineligible, and all but six of the 75 buildings were determined ineligible for the NRHP.
- Prior to determining areas and buildings for these surveys, Carrie reached out to Navy facility managers and planners to include locations for development and buildings slated for renovation or demolition. This will provide cost savings for future projects, as the requirement for Section 106 consultation will have been met and projects will not be delayed.

#### ***Native American Program.***

Carrie implemented a long-term project in FY 2016 that will complete a 1990's Native American Graves Protection and Repatriation Act (NAGPRA) project involving the repatriation efforts of a Christian Medallion discovered at NASP in the mid-1990s during ground disturbing activities associated with Building 1754. Human remains uncovered during trench excavation were previously re-interred at the site. The project that Carrie finally got funded for \$38K is to reinter the Christian Medallion at the discovery site. NAS Pensacola signed a NAGPRA Plan of Action regarding the human remains and Christian Medallion in 1996 and agreed to retain the artifact in perpetuity. Carrie currently oversees the medallion's security at the Curation Facility.

#### ***Community Relations.***

Historic restoration of areas on NASP also includes vegetation management and landscaping in HD areas. Carrie worked closely with Natural Resources staff to restore native, historic landscaping, especially the re-establishment of Live Oaks, Magnolias, and Hollies in Historic Districts. As a result, the installation has re-established over 2,000 trees on base under the consultation dig permit process that Carrie oversees and achieved Tree City USA status for the 21<sup>st</sup> and 22<sup>nd</sup> consecutive years during this award period, significantly enhancing the quality of life for the installation and in conjunction with the surrounding community.

#### ***Cultural Resources Awareness and Education.***

- Carrie conducted ongoing proactive efforts educating military and civilian personnel on cultural resources compliance requirements at monthly environmental meetings and quarterly building manager meetings. This outreach provides an opportunity to educate newly designated building managers and allows for the fielding of questions regarding the proper management of historic facilities.
- Carrie's work with UWF student archaeologist resulted in their accomplishment of two curation papers on archaeology artifacts discovered at NASP.

- Carrie mentored a Middle School student that resulted in a class presentation on historic resources at NASP and sparked great interest in the student.
- In addition, Carrie shares her Subject Matter Expert (SME) knowledge with military leadership who have not previously dealt with historic or cultural resources issues. Carrie provides CO, PWO, and Visiting Dignitaries Cultural Resources Orientation on NASP. It is critical that the incoming leaders are actively engaged in NASP's Cultural Resources management program so they are able to plan for and implement mission critical projects efficiently and effectively. Further, it allows them an understanding of the magnitude of stewardship responsibilities that is incumbent upon them. Carrie delivers background and site visits to orient CO's and PWO's with NASP's rich history and cultural resources management responsibilities so they can involve and educate the tenant commands in the planning process for projects.
- NASP is frequently visited by Navy Region Southeast command leaders and other government liaison leaders, such as the Florida Department of Environmental Protection Director of Policy and Stakeholder Coordination. Carrie is sought out to provide these officers and leaders of cultural resources management priorities and potential constraints for future development and mission readiness.
- Carrie has also provided SME presentations in courses to the Civil Engineer Corps Officers School, as well as historic tours to highlight cultural resources management at NASP.

### *Quotes and Notables.*

"Carrie is an incredible asset to NASP and the Navy" Len Winter, Historic Preservation Officer, NAVFAC SE/CNRSE.

"Carrie wears the Cultural Resources Program at NAS Pensacola on her sleeve and continuously gives 100 percent to the program and to all others involved to ensure mission is attained while protecting the historic treasures at NAS Pensacola" Mark Gibson, Installation Environmental Program Director, NAVFAC SE/PWD Pensacola, NAS Pensacola.



***Tree planting ceremony Fort Barrancas Cantonment Historic District***

Restoring native landscaping and historic trees in HD's is a high priority objective of the installation. Carrie Williams (circled) is the guiding force for planting site approval and implementation, resulting in Tree City USA status for both years of this award period.



***Coin Presentation from RDML Louis V. Cariello, Commander, NAVFAC Atlantic***

“Carrie Williams successfully negotiated cultural and historic preservation issues with the State of Florida during the planning and development of the Photovoltaic Solar Array project at Saufley Field resulting in on-time completion of the Environmental Assessment and approval of the Finding of No Significant Impact signed by Commander, Navy Region Southeast. Carrie’s exceptional communication with the State Historic Preservation Office ensured that the project and mitigation of historic features at Saufley Field were completely and accurately described resulting in the project’s timely approval. Carrie’s performance contributed significantly to PWD Pensacola’s team effort in supporting NAVFAC Southeast and the Renewable Energy Program Office, Washington D.C., in accomplishing the approval of this critical Commander-in-Chief initiative.”